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The CENTRAL COUNCIL
OF
SOCIAL AGENCIES

A MANUAL

BY

FRANCIS H. McLEAN

FIELD DIRECTOR, AMERICAN ASSOCIATION FOR ORGANIZING
FAMILY SOCIAL WORK

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THE CENTRAL COUNCIL OF SOCIAL AGENCIES

INTRODUCTION

THE first manual on the organization of central councils was written in 1920 as an answer to the constant stream of inquiries received by the American Association for Organizing Family Social Work regarding available printed data on organizations known generally as central councils of social agencies. The edition is now exhausted and in reprinting we have rewritten Part IV which now includes the most recent information on the work which various central councils have accomplished. Except for this, the substance of the manual is practically the same as the 1920 edition.

The field work inaugurated by the Charity Organization Department of the Russell Sage Foundation, and later transferred to this Association, was responsible for the development of the general idea of the central council. Many of the councils were organized with the direct co-operation and assistance of the field staff of the Department or the Association, and in the organization of most of them the staff has been consulted. This explains why the Association is in receipt of inquiries regarding central councils and why it feels peculiarly responsible for the issuance of a manual.

In order to avoid any confusion of issues, we shall not discuss in this manual the functioning of financial federations. In telling something of the work of a few of the more important councils, we shall not speak of those councils which may have undertaken joint money raising, except that we have alluded to the Minneapolis experience antedating the beginnings of the Community Tea Kettle.

We shall discuss central councils functioning simply as such. But one important principle, the keystone of all central council philosophy, cannot be too emphatically stated. Whatever plans for financial federation have been or may in the future be devel-

oped in American communities having a population of 50,000 or more, there is one certain, fundamental need which such communities have long felt—that of the *functional* federation of their social agencies through a central council. That need has many times been demonstrated, and is in no way conditioned by the development of any new schemes of financing. The sole purpose of this manual is to help in meeting this most fundamental need.

Any manual or descriptive pamphlet on this subject falls logically into four main divisions:

1. The character and purpose of a central council.
2. The technique of initial organization.
3. The methods of operation.
4. The actual accomplishments of some of the central councils already established.

PART I

CHARACTER AND PURPOSE OF A CENTRAL COUNCIL

AS distinguished from a city conference on social work or a social workers' club, a central council is essentially a body composed of *official delegates* from social agencies. All councils, it is true, provide for members-at-large elected by the delegates, who represent no interest more narrow than that of the community as a whole. In this way broad gage people, who distinctly understand that they represent no one social agency, are brought in because of what they may individually contribute to the program for social advance. But all councils provide that the number of such members-at-large shall not exceed a given limit, or a fixed proportion of the total of official delegates. In no case should their number exceed one third of that of the delegates; and even that percentage is unusual, though it may be desirable where most of the agencies are unprogressive, or where there are only a few of them.

The presence of a central council does not render superfluous a department of social conditions of a chamber of commerce, or a city club or any similar civic organization in which citizens as individuals are functioning. Whatever programs of community development such organizations may carry on will have points of contact with the work of the central council, and there must be constant exchange and close understandings between these other organizations and the central council.

We have at the start emphasized the differentiating characteristic of a central council as distinguished from most forms of organization having to do with systematic planning for the improvement of community conditions, because in this characteristic lie both the possibilities and the limitations of the central council idea.

The rightly organized central council should reflect the consensus of opinion of the responsible workers, paid and volunteer, in all the various kinds of day-to-day social work carried on in

the given community. The vast importance of making it possible for these groups of people who are actually "carrying on" to arrive at common agreements or understandings in connection with social advance, will be at once perceived. These are the people to whom social problems are not abstractions, but things with which they are actually grappling. They are connected with organizations doing most varied kinds of work, yet may one and all come to the same conviction on some matter under consideration; as, for instance, that a new kind of work must be started or a new law passed. Such a judgment is human and fallible, but its errors are obviously less liable to be extreme than those of a like decision reached by persons without any day-to-day contacts with the perplexities confronting human beings in difficulties. What these people, these delegates of organizations, who are already carrying the social burden of a community, may have to offer toward the development of better conditions through joint conference and action, is in fact of prime social value. In that lies the great contribution of the central council.

Its limitations are distinctly indicated by the same token. By its very organization it cannot pretend to assume that it has gathered into its membership all who have something to contribute to the improvement of social conditions. It may happen that in a certain community it is the only organization outside of individual social agencies seriously interested in making a comprehensive social program. But no attempt should be made to have it monopolize this field. Other organizations composed of people with different kinds of experience and different viewpoints, either as groups or as citizens, may be just as essential. This point it is necessary to bear in mind always, because of the prevailing tendency to consolidate and amalgamate, to bring things together. In one western city a most peculiarly formed central council assumed to speak for and represent everybody, the social agencies being only one small group in it. It failed to function as a central council, and lost its influence entirely in the course of a few years, because it was too heterogeneous.

There is more than one method of social advance. We do not quarrel with any approach, be it from the standpoint of a theory—as for example, that of single-tax reform—or from the standpoint of the opportunist platform of a political party, when

we affirm that what central councils have to contribute is of value only when they limit themselves to the inductive method. By that we mean limiting their programs for development to the sphere of their own experience or the experience of others in the same field. They may amplify their own experience by special surveys, but they must build from no other sort of premise; they are not propagandists for any social or economic theory. So limited, their evidence and their programs become a contribution of essentially primary value to a community.

Possible Functions of a Central Council

A central council makes its contribution to the improvement of social conditions for the most part in the following ways:

1. By educational propaganda (a) as to methods with reference to its member societies; (b) as to social progress with reference to the community.

2. By investigation and report, making clear to the community the weak points of propositions for establishing useless, unnecessary or wrongly planned new social agencies.

3. By developing a program of social development which may look many years into the future, but which will make clear just what new activities in the social field should next be undertaken by the community. That is, councils should always have formulated plans for progressive and logical development in the social field.

4. By advising the reorganization of old agencies.

5. By urging the abandonment or combination of any agencies unnecessary or superfluous or ineffective.

6. By developing a better interplay between the work of different agencies, resulting in greater economy and efficiency of effort on the part of all of them.

7. By bringing about the improvement of methods, policies and ideals in the work of individual social agencies.

8. By developing joint action for the advancement of reforms in public administrative departments.

9. By developing joint action for the passage of social legislation.

10. By inaugurating and carrying on under its own direction joint activities for the benefit of all the agencies.

11. By bringing about joint consultation regarding budgets and effecting mutually agreed upon changes.

12. By bringing about an arrangement whereby financial campaigns shall follow a logical sequence.

13. By holding conferences and printing material on subjects of general interest to the social agencies; as, for instance, on right methods of publicity for different kinds of agency. This may include joint schemes for educating the community as to the methods and ends of social work.

The Council's Peculiar Purpose

Now as to the "why." Social work in American communities has "just grown." Certain powerful individual agencies in the larger cities have always had considerable influence in shaping the growth in their communities, and there have not been lacking more or less informal co-operative attempts to accomplish some of the vital advances indicated in the thirteen points just mentioned. Of course, so far as the improvement of methods, policies and ideals in the work of individual social agencies is concerned, that has never been neglected by the wide-awake agencies. But there has been very little systematic, persistent attempt to induce other agencies not so alert to realize the need of similar studies. Indeed, progressive social agencies possibly perceiving the need of the survey of agencies next door to them were naturally fearful of being considered fault-finding busy-bodies in suggesting any such thing. So, too, with reference to better interplay between agencies, plans have of course been worked out by the appointment of joint committees representing two or more agencies for better co-operation in many varied matters. But the work has been piecemeal, not comprehensive. It required that some agency should take the initiative in leading off and run the risk of being accused of trying to "lord it over" the others. Therefore these efforts have simply touched the sorest point, and have not developed into month-by-month joint studies for better adjustments between agencies as a normal, orderly and regular process in the social field. Of course, particular groups such as the medical or settlement group have sometimes done this. The Intake Committee in Philadelphia is a good illustration.

Single agencies or groups of agencies, called together for the purpose, have not failed to take up matters connected with the need of new agencies. But this has generally come through the accidental leadership of this or that agency with its own outlook alone, and without any consideration of relative needs as they appear to the social agencies as a group. Lack of functional federation places far-seeing social agencies in a pretty helpless position when it comes to combating a proposition for establishing useless, unnecessary or wrongly planned new social agencies. Here they are sure to be accused of ulterior motives. The situation is made worse when the fearless agencies, which might assume the unpleasant rôle of objectors, fail to hear of the project until it is actually inaugurated. It is true, there are in some communities endorsement committees of the chamber of commerce; but the propositions may be very fair-looking ones, backed by responsible people, and so may be endorsed on prima facie grounds, if endorsement committees have no functional federations to consult.

As to joint campaigns for social legislation or administrative reform, these have not been altogether lacking even in the absence of functional federations. But it has been the tendency for one or a few or a group of strong agencies to undertake campaigns of this sort without calling in all of their brother social agencies.

When it comes to the other points mentioned, practically nothing is accomplished in the absence of functional federations except that individual case working agencies have in some instances installed social service exchanges, placing their supervision in the hands of committees representing other agencies.

Possible Attainments

Central councils, if efficient, should be able slowly but surely to bring about the following:

1. Improvement of methods and policies of work all along the line, through steady, persistent and persuasive influence.
2. Transformation into a normal every-day process of otherwise difficult and sporadic attempts to improve the interplay of work between social agencies.

3. Making sure that the most necessary new kinds of social work are attempted in proper order, whenever the community is ready for them.

4. Making difficult the development of unnecessary new agencies. Such development should not be made impossible if there is real devotion behind: it is unsafe for any group to have the right of practical veto.

5. The development of a comprehensive program for social legislation and administrative reform.

6. Undertaking, when advisable, any or all of the activities described in Nos. 3, 10, 12 and 13 previously presented. These are practically untouched in the absence of a central council.

PART II

TECHNIQUE OF INITIAL ORGANIZATION

AN appreciation of the need of a central council does not generally come at the start to all or even to the greater part of the agencies. Indeed, the first definition of the need may come as one of the findings of a survey made by some outside agency, possibly at the request of a local organization not in the everyday social work field itself—a women's club or similar group. No intelligent surveyor would think of undertaking that kind of a survey, under whatever auspices, without insisting that an advisory committee be created, composed of people unofficially representing the different agencies. That is, no competent surveyor would think of studying the work of social agencies without the assistance of a committee of representatives of the agencies involved. A surveyor is not a detective or a muckraker, but a go-along-with-you person: he must assume the attitude, not of an official trying to blast information from unwilling witnesses, but of an expert in the collection and interpretation of facts, which his collaborators are anxious to supply to the best of their ability.

Now the result of the survey of a group of ten or more social agencies, where there is no central council, will usually reveal the need of functional federation. Furthermore, the survey, if rightly undertaken, will reveal the matters with which the central council should first concern itself. That, with the line-up of the committees, is the whole first program of work; and the specific ends to be sought in different fields are generally revealed in a survey. Such a program should not be rigidly followed; but it does bring home concretely a variety of problems which are awaiting the study and action of a central council.

Sensing the Need Without a Survey

It is by no means always necessary or advisable for a survey to precede the organization of a central council. Indeed, a survey of the same sort made after a central council is actu-

ally established is likely to be more fruitful because the habit of working together more closely has then extended beyond the more progressive agencies which have always been co-operative. There is a clearer comprehension of the reason for a survey, and of its potentially constructive character.

It is scarcely necessary to explain laboriously just how the need may be sensed in any city in which there is a considerable number of philanthropic societies and institutions, and where no survey has been made. Some people at least have perceived difficulties. A number of people know, for example, that there is confusion of functioning among the nurses of three different types, employed respectively by the city health department, visiting nurse association and tuberculosis association. Or a family social work society (formerly called associated charities) has very patently been trying to fill a void, by serving as a suggestive center for all social development; and being only one society, though possibly the largest and most important of the private agencies, it has been accused of being a "charity trust." Or an institution for the temporary care of children, without any adequate scheme for making social diagnoses, is getting in the way of a family social work society or a children's aid society by admitting children who should not be admitted. Sometimes the support of tuberculous families has been a bone of contention between two agencies; possibly there are plain gaps between the fields of work of these two agencies; and so on endlessly.

These difficulties are typical of those arising from strained feelings or misunderstandings between societies; but they may not be the only ones that have long been sensed. The need of the restraining moral influence of a central council may have been acutely emphasized by the emergence of some project for the inauguration of a new type of social work not badly needed, at a time when there were really serious needs which should first be satisfied. Or even without the emergence of some unwise project, the community may for a long time have been conscious of gaps, but may have made no systematic attempt to develop interest and plans for filling them.

It is generally true, on the whole, that the need for a central council is first sensed in connection with the inter-relations of the work of agencies, or with the filling of gaps not definitely

formulated or comprehensively studied. To be sure, there may be some progressive people who have in mind the desirability of building up some co-operative affair which will influence the standards of work of individual agencies, but it is often dangerous to emphasize this part of the work of a council at the start. For so many agencies have been wrapped up in self-satisfied isolation that they are liable to be suspicious, and slow to enter into any plans for a council if the idea that their own work needs improvement appears to loom large in the minds of the projectors.

It may be unnecessary even to discuss the various ways in which the need for a central council may first be sensed in any community, for the reason that those who seek this pamphlet will naturally be already convinced. What has been written, however, may serve as ammunition in the task of convincing others.

Steps in Organization

General experience has shown that the preliminary period between sensing the need for a central council and its actual organization will be longer if there has been no formulation of the detailed program of a council through a survey. The steps, however, are about the same whether a survey does or does not precede. Where a survey has been made, there will be in existence, as already indicated, an advisory committee composed of representatives of at least certain of the agencies. These representatives, however, will not be official. It is this advisory committee which will take up the survey when completed and attempt to carry out the plans for the organization of a central council. If there has not been a preceding survey it will be necessary to organize some group corresponding to this advisory committee.

Under the latter circumstances, the first step for the initiators of the movement is a discussion of the matter informally and personally with some of the more important executives and board members of different organizations. It is not necessary to approach executives or board members of all the agencies, but only those of the more important ones. It may be desirable

at this stage to pass around copies of this pamphlet for perusal.

It may be quickly found that the psychological time has arrived. The projectors may discover that their proposition is eagerly snapped up by all whom they approach. It should be said, by the way, that in making these approaches, the more concretely local the arguments, the more effective they will be. That is, the projectors should be as fully armed as possible with illustrations of the particular *local* problems which await the handling of a central council. The time for calling a first conference (which in the absence of a survey will correspond to the first meeting of the advisory survey committee after the survey has been presented), will depend upon how long people have been, subconsciously almost, reaching out for an organization of just this kind. Under any circumstances, a conference should not be called until after some substantial support to the general plan has been obtained.

When we have reached the stage of holding this first meeting for purposes of discussion, it will be observed that we have the same sort of consultant group, whether it is the first meeting after the survey of the survey advisory committee, or the first conference of a group of representatives of agencies called together to consider the project *de novo*, and from this on the procedure is the same whether or not there has been a preliminary survey. In either case we have present influential representatives from various social agencies; and in either case they are not *official* representatives.

The program of this first meeting or conference should include the following points:

1. Discussion of the plan in general and its endorsement by those present at this informal conference.
2. Provision for the appointment of an organizing committee which shall take up the work outlined below, in case approval of the plan is given. If approval is not given, further education of key people in personal conference will be necessary, followed by a later meeting.
3. To this organizing committee may be given either power to proceed to organization, or instructions to report back at a later date to the informal conference. Unless there is an attitude of suspicion in the atmosphere, the former method

is the better, although the second has an advantage of which we will speak later.

4. If power is granted to the organizing committee, it will proceed to consider what agencies should be invited into membership, to draw up a constitution and by-laws, to formulate a statement for submission to the organizations to be invited into membership, and to see that the question is so presented to the boards of the different societies as to be properly understood and thus win their approval. It may be advisable to have the matter personally presented to the individual boards. In the latter event, those board members who attended the preliminary conference should be called upon to help the members of the organizing committee.

5. If power is not granted to the organizing committee, it must go through the same preliminaries as indicated in No. 4, until it reaches the point at which the findings of the committee are submitted to the boards of the individual societies. At this point the organizing committee must re-assemble the informal conference and secure its approval for the plan it has made, before going to the boards. Though it may be necessary, in order to allay suspicion, to follow the plan whereby the organizing committee reports back to the informal conference before submitting its findings to the individual boards for their endorsement, the only real merit that we can see for this course is that it identifies the members of the conference more closely with the progress of affairs, and they can perhaps thus be more easily called upon to see that the important question is adequately presented to the boards of which they are members.

6. It is not necessary to wait until all of the agencies have approved of the plan before proceeding. The time from the first formation of the organizing committee to the calling of the organizing meeting is likely to be a period of from one to three months.

7. With the approval of the plan by each board comes the necessity for the appointment of one of its number as a delegate, in addition to its chief paid executive officer, who is an ex-officio representative of his organization. The manner of selection is left to the individual boards and they may follow different methods. The more recent constitutions provide for

alternates who shall serve whenever the regular delegates are unable to do so. Later we shall make suggestions about guiding the selection of the first delegates.

8. When a majority of the boards, or a sufficient number of the stronger ones have agreed, the organizing committee should call an organizing meeting to which both the agencies who have approved and those who have not should be invited to send their delegates.

9. At this meeting cards should be passed around so that each one present may enter his name and affiliation. It is not necessary to go through the red tape of presenting credentials.

10. At this organizing meeting, the organizing committee should present the names of persons to serve as temporary chairman and temporary secretary. It should also propose the creation of a committee to review the draft of the constitution and by-laws, which has already been prepared and made public, and to offer a final draft at the next meeting. In practice, it is sometimes possible to dispense with this committee, since the constitution and by-laws as already formulated may be adopted without suggestion or alteration.

11. The one committee which under all circumstances must be created is a committee on organization. This committee really becomes the successor of the organizing committee. In some instances, indeed, the original organizing committee may well serve as the committee on organization. This committee should be charged with preparing the following business for the next meeting:

(a) The nomination of chairman, vice-chairman, treasurer, secretary and executive committee of the council.

(b) Drafting the whole proposed standing committee organization for the first year of the council. It need not suggest the whole personnel, but the chairmanships should at least be indicated. With some newly formed councils which have not had the benefit of preliminary surveys, it may not be apparent at this stage what the whole committee scheme should be. But it will probably be possible to outline the general grouping of the representatives of agencies into committees. For fuller discussion of this point, see discussion of committees on page 29.

12. One most important function of this first organization meeting is to give any of the delegates desiring it an informal

opportunity to present to the committee on organization in open discussion any problem which they believe requires immediate attention, either through ordinary or special committees. Let it be an "experience meeting" with a chance for everyone to offer his views to the committee on organization.

13. At the second meeting called by the committee on organization, when permanent organization is effected, it will be wise for that committee to provide for a presentation of some timely matter of importance, which merits discussion and possibly action. For example, the committee might arrange for an adequate presentation of what a social service exchange is, leading to the appointment of a committee to organize one or, acting as a supervisory committee, to further and extend the work of an existing exchange. If one of the agencies is conducting an exchange, it will of course welcome the formation of a committee of this sort. Or there may be some timely question of legislation, either municipal or state. In short, this second meeting should not be limited to mere approval of the plans of organization, but there should be offered a taste of real council work.

People Who Fear Loss of Identity in a Large Organization

The craze for amalgamation and consolidation is in the air. Therefore it is that many worthwhile agencies, in the knowledge that they are doing an individualized work which by amalgamation would be simply stamped out to a drab, un-individualized uniformity, will at first glance look with suspicion upon the idea of a central council. They are fearful that it is another one of the familiar schemes, or in other words that somebody or other or some group of somebodies is trying to swallow the whole, and their loyalty to their own work makes them quick to fear such swallowing.

Sometimes people are inclined to sneer at this loyalty to a particular agency. They say that people are interested in some pet work rather than in social work as a whole. Oftentimes the scoffers are themselves thinking simply about abstract consolidation, amalgamation, elimination and nothing else. That is their hobby. That is, they are as lopsided in their thinking as is anyone else. As a matter of fact, all there is of the best

in social work, as well as some which is of the worst, owes its existence to loyalty to particular agencies. There would be no social progress without it—even though a few sublimated souls do profess to think in terms only of the whole community, without any loyal interest in any particular work.

Now it is evident that in the central council scheme there is nothing which should make fearful those who are loyal to particular agencies, provided those agencies are really rendering a decent service. Nay, rather will a central council tend eventually to increase the understanding of the work done by such agency, on the part of all the agencies in the city. The mutual benefit resulting from this increased understanding should be pointed out to timid doubters. But there is another reassuring safeguard. The constitution or by-laws should expressly state that the central council does not propose to make its decisions binding upon member agencies, but that rather any recommendation affecting the work of a given agency must be approved by the board of that agency before it becomes effective. A central council cannot dictate; although of course, if it is wise in its recommendations, thereby gaining the confidence of a community, boards of agencies will be inclined to think long and carefully before refusing to carry out its recommendations. In short, there is nothing acquisitive about a central council. It does not want to swallow anything, nor could it if it wanted to. Rather its whole tendency is to make freer and fuller and more valuable the work of each agency. Therefore even the most loyal supporters of a worthwhile agency, or one that can be made worth while in a new scheme of things, should be likewise loyal supporters of a central council.

We have discussed the matter at this point because organizing committees will generally find that once agencies are convinced that the scheme involves no surrender to others of their peculiar work, they are ready to come in.

What Agencies Should Be Admitted?

What we have just written brings up one of the most difficult questions connected with the organization of a central council. That is: what agencies should be asked to become charter members, and where, if anywhere, should the line be drawn?

There are two theories applicable at this point. One, however, so far as the writer has been acquainted with the central council movement, has never actually been worked out, although it has been suggested as affording an experimental basis of procedure. That is the organization of a central council from the group of tried and true agencies which are admittedly progressive, with later admission of the rank and file, one by one, until the stopping point is reached. The whole spirit would be like that shown in choosing the membership of an exclusive club. It is really not as bad as it sounds, because those who are later permitted to join the sacred circle generally fail to realize that they have been invited to the "second table." There would be some value in the impelling force which a rapidly growing federated body has over one which is more or less fully made at the start. However, as noted, this method of procedure has never been actually tried out.

If you proceed in the manner in which all have proceeded who have to date organized councils—that is, by bringing in as many as possible at the start—you will be precipitated at once into embarrassing decisions, even before you have completed your list and determined upon all who should be invited to become charter members.

There are those who affirm that nobody should be excluded, that all should be brought in, and an attempt made at the reformation of the impossible ones. But even advocates of this plan, in actual practice, draw the line before the uttermost ones are reached.

So far as we can learn, no principles of selection have been carefully formulated. Opportunist policies have been followed. Relatively the problem is not a major one, because it only concerns a council in its birth throes. Admission after a council has been formed is another matter.

The following are suggested as being the most practical working principles of selection offered by the experience of existing central councils:

1. Admit all useful agencies which at least are acting in good faith, even though the methods of work of some are reactionary and non-social.
2. Omit any agencies whose honesty is seriously questioned.

3. Omit any agencies which have been defiantly organized against the strong, though possibly scattering, protests of worthwhile social agencies. Such minority organizations are started for a variety of petty reasons: because some fashionable group of people would have it so, or because somebody was piqued about something that somebody else did and so started something conflicting, etc.

4. Omit all missions which do a little relief work on the side, this constituting their only claim to membership. Leave to the federations of churches or ministerial unions the problem of the need and usefulness of their religious work.

5. Most serious questions may arise as to whether an agency which is practically owned and managed by one man or woman, or two or three of them, but without any representative board, should be admitted. I believe it should not be until its organization is changed so as to be more democratic.

6. Agencies under religious control, if doing social work, should be included, provided some responsible church body has oversight.

7. National or international organizations such as the Volunteers of America or Salvation Army should not be admitted, even if doing a social work, unless branches have secured local committees who stand sponsor for them.

8. An agency which is plainly duplicating the work of another, but which has integrity and conscience, should be admitted in the hope of finding a new field for it or of re-shaping its old field so that it will be supplementing rather than duplicating.

9. An individual church should be eligible to membership provided it is doing a social work under the guidance of trained social or health workers, but only under those conditions. Work done by assistants to pastors or by deaconesses should be considered as essentially religious and not social work. Some of the earlier councils admitted individual churches to membership which could not qualify on these points but the general practice has been against this.

10. Public social agencies should not be admitted as public departments, but the executive heads of these departments

should be made ex-officio members of the central council. The reasons for this are two-fold:

(1) A public department as such cannot belong to a body of this kind. Its position is totally different from that of a private social agency. An agreement entered into by one executive head of a public department may be reversed by the next.

(2) A central council may have to criticize or enter into controversy with a city department; and in the interests of administrative unity another city department cannot enter into such controversy.

11. In addition to what can more strictly be called social agencies doing a day-to-day work, there are agencies which are patently and deeply interested in social questions and which should have representation on the central council. For instance, certain individual organizations may be entitled to membership, such as the following:

- (a) Chamber of commerce
- (b) City club
- (c) Women's club (if not in a federation)

In this category would also appear federations of other organizations. When federations are admitted to membership, they should be allowed three or five representatives. Such federations as the following might be admitted:

- (a) Federation of churches, or, in its absence, ministerial union
- (b) Federation of women's clubs
- (c) Federation of civic organizations

12. No federation of *social agencies*, however, as for example those under Catholic or Jewish auspices, should be admitted as a federation. The individual agencies should be asked to join.

Members-at-Large

The selection of members-at-large should be left until the central council is organized. As before indicated, the number of members-at-large is always limited by the constitution either to a definite number or to a certain percentage of the total number of delegates from the social agencies. After the delegates are appointed and the council is called together, it will be possible for the executive committee to perceive the men and women whom the council ought to have, but who are

not included among the delegates, and to nominate them as members-at-large. As the delegates change from year to year, the members-at-large should also be nominated for a term of one year. Sometimes a delegate of one year may become a member-at-large the next. Members-at-large serve until the end of the fiscal year in which they are appointed.

The Selection of Delegates

Some of the central councils were greatly embarrassed during their first year of work because of carelessness in the selection of delegates on the part of some boards who did not realize the importance of the appointment and so selected some of their weaker members as a compliment to them. As a matter of fact, no position in the gift of an agency, not excepting the presidency, is of greater importance than is this one. Therefore, as a practical bit of statesmanship, the organizing committee should further suitable appointments by suggesting to certain boards the delegates who should be chosen. It is not necessary to continue these "personally conducted" appointments after the first selection, for boards soon realize that they need their strongest members in the council; but it is essential that they should be helped to start off right in this most important matter.

The boards of social agencies which are members of the central council should be asked to place the appointment or election of delegates upon their yearly calendar, so that it may occur from year to year as a matter of routine.

Committee Consideration Before Action

The model constitution and by-laws¹ has a section which appears in the governing laws of most of the councils, requiring that no matter may come up to the whole council for final action until after its consideration by a committee. The reason for this limitation upon action by the whole body is that an organization like the central council has too many important interests and holds too important a position in the community to risk taking hasty action. If, for example, it makes a major problem out of a minor one for the reason that someone with insufficient data but

¹A mimeographed copy of a suggested constitution for a central council of social agencies will be sent on request.

glowing oratory stampedes it into so doing, it suffers severely in the estimation of its community. A central council may make some mistakes, but the community does not expect it to make mistakes due to haste, rashness and insufficient knowledge. The great and invaluable contribution which it can make to social progress can come only through action upon matters which have been carefully discussed and considered by committees with as much information as possible. A committee's decision may be reversed, but reversal comes only after the committee has had opportunity to make a full presentation of the case to the whole council.

When a Council is Required

Where there are fewer than ten active agencies—that is, ten societies or institutions in active social work of one kind or another,—it is doubtful whether it is necessary to develop the formal machinery of a central council.

An informal committee consisting of the executive secretaries or superintendents, and a few influential persons from some of the boards, to meet once a month at luncheon, may suffice for the smaller group. No constitution or by-laws would be necessary or any elaborate scheme of committees. If committees should become necessary, they could readily be formed.

The Question of the Executive

The question of the executive has been one of the most difficult with which central councils have had to deal.

Many started out with the plan of having the executive of one of the larger constituent societies serve as general secretary. This gave assurance that the council would have the advantage of a highly trained person in the position, but it did not guarantee any large portion of his time. It is probably true that most new councils will have to start on this basis. Sooner or later they will have to consider some other arrangement, but this question need not complicate affairs at the start.

In St. Louis the secretary of the Endorsement Committee of the Chamber of Commerce, interested in social work as such, formerly gave half of his time to the council, serving as its secre-

tary by arrangement with his committee. Now the council has engaged a director on full time.

In Milwaukee the general secretary of the Associated Charities served at one time as secretary of the council on a definite half-time basis. Now the council has a secretary on full time.

In Minneapolis the secretary of the Department of Social Conditions of the Civic and Commerce Association was made secretary of the council, giving a definite part of his time to it, his salary being paid by the Association. Now he is on full time, but with financial federation responsibilities.

Chicago went on for a number of years with one of the executives as secretary. Then it secured an assistant director, and now, with a much larger budget, has secured a director on full time.

In Atlanta, one of the societies lent the part-time services of one of its workers (not the general secretary) for a few years, and the council is now endeavoring to raise a budget for a full-time secretary.

It is suggested that smaller city councils evolve a plan whereby some competent worker connected with one of the societies may definitely give half time to the council; and it is more honest that half of the salary paid this worker should be secured from special sources, rather than that the whole amount should be drawn from the treasury of the society.

But, unlike the organization of a single social agency, the organization of a council does not at the start require that it should consider how it may pay even for the part-time of a trained worker. For there are usually available the trained executives of the societies themselves, or in exceptional circumstances trained volunteers, who can give enough time for the secretarial duties, and may accomplish a great deal.

Of course the presence of a paid secretary does not release other executives from participation in the community plans. A council is the organizing body, but is not the actively executive body, except when it is doing something in the way of service for all of the agencies. This topic will be treated at greater length in a later section.

PART III

PHILOSOPHY AND METHODS OF WORK

THE underlying philosophy of the central council may be thus briefly stated:

1. Entirely irrespective of standards, the work of each social agency more or less affects the work of others. For example, where there are ten agencies, the number of different inter-relations to work out is vastly more than ten. They increase in geometric ratio with the number of agencies.

2. The methods, standards and ideals of a given social agency are matters of community concern, viewing the work of that one agency alone. They are also the concern of every other social agency because poor methods, poor standards, poor ideals mean poor work, and nothing gets in the way of an efficient social agency so quickly as the poor work of another agency. Thus a day nursery which admits the children of *all* who apply, without investigation, will inevitably, sooner or later, interfere with the carefully thought-out plans of a family society.

3. Good methods, good standards, good ideals of one stage are likely to become the poor methods, poor standards, poor ideals of five years later. That is, social work in all of its aspects is a growing, developing, living thing, which from time to time sloughs off the old for the new.

No social agency can stand still; it either progresses or retrogresses. And as we have seen, it cannot degenerate without affecting every one else. A group of agencies in a given field can be more sure of individual and collective progress if they are allied together than if they are working in an isolated manner. Individual agencies in a central council constantly feel the influence of the tendency to apply to themselves the standard tests of which they speak and hear and may reap the profit of the more or less detailed surveys, in which all agencies of a given field may join. The central council helps to bring the best to its constituents and to encourage open minds.

4. But good methods, good standards, good ideals do not by any means in themselves bring about efficiency and economy of

effort in the field of inter-relations between societies. Witness what the studies of the Philadelphia Intake Committee revealed as to the confusion and loss of efficiency occasioned in connection with the referring and transferring of clients among fifteen agencies, some of which rank among the most efficient of their kind.¹ The only way to bring about the best interplay of effort where there is a considerable number of agencies is to draw them together in groups for group and intergroup consultation, working out the problems one by one. This means of course a central council.

5. Such consultations, such working out of the individual points of co-operation, are the first steps in revealing all the uncovered social needs in their relative importance. Some may have sensed one need, some another, but only through the existence of a central council is it possible to catalogue duly all of them and be sure that their relative importance is gaged.

Thus the establishment of a working girls' club may be of greater and more crying importance than the establishment of a playground in a certain part of the city, or of a child-placing agency. They all may be necessary, but should be undertaken in the order of their importance.

6. The development of standards, methods and ideals of individual agencies, the development of proper interplay of work between agencies and the filling in of the gaps,—all, according to central council principle, require the individual actions of boards of directors (or in the case of the filling in of gaps, the action of a selected group of people who will launch a new agency, if none of the existing ones can undertake the new task). There is no big stick philosophy in it. Representatives of agencies, working together, find the true way ahead and then, having agreed on a program, go back to their individual boards and induce them to approve the program so far as it concerns their particular societies. This seems a little slow perhaps, but offers the only real road of progress. Thus it is the loyal supporters

¹See *The Functional Relations of Fifteen Case Working Agencies and The Report of the Philadelphia Intake Committee*: Helen C. Wallerstein. Philadelphia, 1919. Bureau for Social Research, Seybert Institution. ix + 176 pp. Paper.

of the agencies who finally begin to think with foresight and originality. This is surely more to be desired than having all the thinking done by some limited, superfine group of leading workers, and citizens, who crack the whip whenever necessary. No social agency likes to be bossed, and the agency which is coerced will go just so far as it is obliged to and no farther.

7. However, central council methods and central council affiliations do require good faith on the part of the agencies. For that reason we have said that those agencies of whose disinterestedness of motive there is any real question should be excluded, as well as those organized against strong protest of the persons most interested in social work, which are patently superfluous, and those which are inherently not of a forward-looking character, and which persistently refuse to change in the slightest degree methods, standards and ideals which to the rest of the group of agencies in that field are plainly of a bygone day. In brief, the council has the right to demand sincerity of purpose and, ultimately, a forward-looking point of view. Each council must determine when an agency has revealed its incompetency and inability to move a step forward,—has become, in fact, a dead-in-life corpse, and must be left to the mercy of the coercive force of a chamber of commerce endorsement committee or some similar body.

We recognize that there is a place for coercion in the social field, but only as a last resort. Where, however, there is not sincerity of purpose, the drastic remedy cannot be too soon applied. Where there is sincerity of purpose in any given agency, but a continuing obstinacy and a refusal to consider that the slightest bit of progress or development is possible, there should be no hasty action, but pressure should be brought to bear continuously through the group of agencies in the same field. Under such conditions it is right for council members to work through the individual directors of a society in an effort to bring about reorganization. Let it also be said that as time goes on there will be found fewer and fewer boards of this kind. Furthermore, the annals of the central councils reveal striking instances of well-nigh hopeless agencies which have awakened to a new life after a few years of patient effort by a central council. A part of the process may of course be the infusion of some new blood

into the boards, through the indirect influence of the central council.

8. A much more complete social program will be developed if all groups are interested in it, than if it is planned by a few important agencies, no matter how ably led.

9. In connection with agitation for public administrative reforms or for social legislation, the united voice of all or most of the social agencies of a city has more weight than the voice of a few.

10. In all questions presented by the central council, the status of the individual delegates should be that of representatives except in matters involving direct action on the part of individual agencies. A delegate may not bind his society to take up a new piece of work, for example; he may represent it in giving an opinion that a new social agency or a new piece of social legislation is required.

11. In connection with campaigns for social legislation or administrative reform, it may often prove effective for a central council to ask its constituent societies individually to protest and write letters, to see legislators, to send delegations, etc. To uninformed people a central council is just *one* body, not a federation. To be pressed in upon by fifty different organizations rather than by just one council representing them may be much more impressive to legislators. In such campaigns of individual attacks certain agencies may be requested by the council to organize the whole affair.

How to Go to Work

After a council is formed, what next?

Generally it is best to spend the first year in becoming acquainted with one another's work. The Milwaukee Central Council led the way in this type of first-year program. All the agencies were grouped as to kind of work, and then each group in turn presented the work of the agencies in that group at the open meetings of the council. The presentations were sometimes made by the executive, sometimes by a member of the board. There should be nothing elaborate in the description of the work of any one agency (not more than ten or fifteen minutes allowed for each one) and much time should be left open for questions

and discussion. What has always been significant of these hearings is that so much that is new is revealed. It is discovered that misunderstandings have arisen because receiving agencies had not explained their limitations, etc., to referring agencies, and referring agencies had not taken the time to explain why they had referred. Here is an agency which has been doing a certain kind of work on the side which no other agency knew that it was doing, and a general uneasiness and desire to get at things was felt because just that particular work was not being done. Some agency in the bosom of its own board is projecting a new kind of work which another agency already has under way, and neither one may be the proper agency for just that kind of work! Indeed, what may be safely guaranteed in any such series of experience meetings in a normal American community having ten or more agencies, is a succession of such surprises even for the paid executives.

Wherever a survey has preceded the organization of a central council, or has led up to its organization, it is not necessary to stage these experience meetings, unless it is specifically suggested in the survey. The survey generally suggests a fairly concrete plan for immediate work, outline of requisite committees, etc.

The experience meeting plan should not interfere with the organization of any important committees whose need is apparent, but it is generally not desirable in the absence of a survey to attempt during the first year to organize any comprehensive group of committees.

Committee Organization

The work of a central council is done through committees. Those councils which have most intensively organized their committee work have the greatest achievement to show.

The meetings of the council as a whole are essential to the co-ordination of the programs of different committees. Furthermore, they furnish one of the very best seed grounds for indirectly inspiring towards better work and better ideals people interested in different social agencies. All central councils have had purely educational meetings at which outside experts or local experts in particular fields have outlined the goals which should be

attained and how the effort should be directed. A particular board member becomes actively interested, and suddenly some backward agency blossoms into a new life without any influence other than the spirit aroused in one or two people here and there by what is said in an open meeting of this sort. It is because the possible effects of these educational meetings are so considerable, that some of the central councils provide that other than members may attend them. This is a good idea; for, while the delegate of a backward agency may not become interested, possibly another member of the same board may.

The whole council, of course, must understand all the big things which committees plan and then work through, and the whole council must stand back of every project with loyal support. The central council is the great center of energy which unifies and gives force and effect to every activity. But the great hard task of formulation and, to a considerable degree, of execution rests with the committees and the individual social agencies behind them.

Of pre-eminent importance is the executive committee, which must guide the routine work and to a large extent initiate the new activities of the council. The executive committee should present the plan of committee organization from year to year, and should decide upon the motions to be presented at each meeting as well as the rest of the program. It will always report upon new business submitted from the floor at the previous meeting, unless this business has been referred to a particular committee which will report. It is the administrative supervisor, in so far as the council has any administrative functioning to perform.

The executive committee of the St. Louis Council is composed of the officers of the Council (chairman, two vice-chairmen, treasurer and secretary), the chairmen of all standing committees, and three other members.

In Minneapolis, it consists of the president, vice-president, secretary, treasurer and six other elected members.

The St. Louis scheme of organization is, we believe, the best. It brings into the executive committee those who are heading the committees each year.

According to the St. Louis constitution:

Upon motion of the Council there shall be created such standing and special committees as are necessary to promote the objects of the Council. The members of these committees shall be appointed by the executive committee unless otherwise ordered by the Council. (By-laws III, Section 2.)

That is, committee organization may be changed from year to year.

The only difficulty with the St. Louis provision is that since the executive committee is composed largely of chairmen of existing committees, there might develop a tendency in the committee organization to remain static. This may be obviated by appointing each year a special committee on organization to consider and make recommendations to the council as to committee organization, instead of leaving this function to the executive committee, as will generally be the case under the St. Louis plan.

We have already implied that there is no set scheme of committee organization which is applicable everywhere; indeed, every central council must have its own scheme, adapted to its social agencies and its problems. From time to time there will be changes in the organization plan to meet new situations that may develop.

Council committees may be organized along different lines:

1. The scheme of organization may aim to group all the agencies in one or more committees, while at the same time giving to the care of each committee some duty which will necessitate the consideration of one whole field of social effort.

The organization of the standing committees of the St. Louis Council has always been along these lines. The committees are as follows:

- Employment
- Legislation
- Health
- Neighborhood
- Adult delinquents
- Children
- Family treatment

The self-survey of standards and methods of the St. Louis Council, concluded in 1916, was made through this committee organization, standards for all of the agencies being worked out by these committees in co-operation with sub-committees.

2. The council may create special committees to deal with what appear to be existing problems at any given time.

Under this scheme of organization, if not intermixed with the first, it is not certain that every agency will be represented on a given committee. When it comes to the question of a self-survey of agencies it would accordingly be necessary to amplify it.

For example, the Milwaukee organization for 1915-16 contained the following regular committees for the year:

- Boy problem
- Children's code
- Courts and legislation
- Care of feeble-minded
- Legal aid
- Wage-earning women
- Centralized budget

Three years later (1918-19) the committees (standing and special) consisted of:

- Mental hygiene
- Care of feeble-minded
- Child life
- Confidential exchange
- Delinquent girls and women
- Negro civic welfare
- Standards of living
- Training of volunteers
- Nursing service

3. This last Milwaukee classification brings us to the third kind of committee, which supervises a specific activity conducted for the benefit of all of the agencies. In this list there are two such, the committees on the confidential exchange and on the training of volunteers.

On the whole the best committee organization would include a set of standing committees as, for example, the St. Louis standing committees, in which are found representatives from every agency. Then, as required, special committees on particular problems may be organized in which the group committee lines may be more or less crossed. Thus illegitimacy would concern agencies in several of the standard groups of the St. Louis Council. It should be added that the St. Louis Council has had special committees of the kind indicated.

Wherever councils are developing volunteer bureaus, or managing the social service exchange, or doing any other service for all the agencies, they will of course organize special managing committees.

Methods of Work

When central council committees are organized, it is likely that their attention will be first centered on questions of co-operation between agencies, then on the most striking gaps in a particular field. Later the standards of individual agencies will receive attention—that is, when these agencies are organized on the group plan.

A committee organized to consider a special problem may slur over both co-operation and individual standards, while bringing out the needs which must be met. Such a committee is likely to have greater initiative and to outline a comprehensive program in much shorter time than a group committee with its necessary sub-committees. But on the whole we believe that the best development is a healthy growth of group committees, with a later evolution of committees for special problems; though the latter need not be wholly lacking at the start. In a recent survey made by the writer, both groupal and special problem committees were suggested for the central council which was to be organized.

As was stated above, group committees will find it easier to take up at the start questions of co-operation and of gaps than questions of the standards of individual agencies. Nevertheless it is apparent that these three kinds of problems are themselves very closely inter-related. If, for example, some agency already in the field can be induced to raise its standards of individual work for mothers with illegitimate children, while continuing its other case work, this may preclude the necessity of building a special refuge for cases of this type or of maintaining a refuge which is already in existence. That is, the gap may be filled—i. e., the unmarried mother question may be handled—in two different ways: by providing a special organization, or by inducing an existing organization to do high grade work with the special type of case involved. Or, there may be a certain class of children needing institutional care, for whom

no additional provision would be required if an institution already existing would maintain proper standards of admission, and thus set a limit to the unnecessary filling up of its accommodations.

It is evident, then, that as soon as it is strategically possible to take up the question of standards of individual agencies, the more consistent and the surer will be the development. It must be confessed, however, that very few central councils have as yet done much in this line. The one which has done most is the St. Louis Council, as we shall see later.

Let us sum up, in order to arrive at understandings and conclusions with regard to co-operation and gaps as well as to the meeting of special problems by the community. The methods of committee work may be summarized under the following heads:

1. Straight conferences of committee or sub-committee.
2. Inquiry and special reports upon particular phases of the problem by individual members of the committee or others.
3. Assembling and co-ordination of the material resulting from the observance of (2) by the secretary of the sub-committee or the secretary of the council.
4. Presentation of methods and practices of other cities as gathered through correspondence by members of the committee or directly by some outside specialist.
5. A more careful and intensive research study made either by a committee member or by some person especially engaged.

In connection with these general methods of work, certain special considerations are sometimes appropriate, as follows:

1. It may sometimes be advisable to hold a public hearing on the matter in question, at which all who have facts, ideas or suggestions may present them.
2. In presenting reports on co-operation or gaps, it is quite possible to include, in a general way, suggestions as to methods of work or policies which will interest particular agencies, even though these do not form part of the formal recommendations. Some of the very valuable reports of the Milwaukee Council are highly educational, and improvements in many agencies have come simply from the very general suggestions therein contained.

3. It need hardly be said that a cardinal principle of all committee work is that every agency is represented on any group committee or sub-committee in which are considered matters touching its work. It may therefore happen that one agency is obliged to have representation on a number of committees simultaneously. By properly worded motions and resolutions it will be possible to draft for such committee service paid workers or board members other than the official delegate of a particular agency.

When we come to the question of taking up methods, policies and ideals of *individual* agencies, there is only one really satisfactory method of procedure,—namely, by a survey. The survey may be a self-survey by each group, or a survey made by an expert in each group, or by more than one expert in such a complex field as that of health, for example. A self-survey is preceded by the fixing of standards for each kind of agency by group or sub-group committees.

It is surprising to see what advanced standards are proposed by committees of this sort as they become more and more interested in their work. Of course data from all available sources are secured. In the application of standards much can be done by correspondence, for the standard questionnaires are self-revealing to a considerable degree. In some instances members of the council or the secretary must follow up with personal visits. It is probably wise to round up such a survey by having a special worker or workers on salary give a month or so of time at the end, if there is no full time secretary of the council to do it. In making a survey of individual standards it is well to have them somewhat in advance of existing standards unless the latter are already fairly high; in this way the goals to be reached may be plainly marked.

The formulation of a general program of development, a social chart, may be first attempted when the committees have worked along a little and have begun to know the ground. Of course a social chart should be a constantly changing affair and would have to be considerably amplified after a survey of individual standards, because the latter inevitably involves some consideration of the situation from the standpoint of the whole field. Every committee appointed to consider a special

problem adds to it; it should be a dynamic, not a static chart.

Whenever a committee decides that a need must be met and that it cannot be met except by the extension of work of an existing agency or the organization of a new agency, and the council has approved this, it becomes the duty of the committee, if a new agency is proposed, to call together a group of people who in its opinion should be interested, and to endeavor to have them start the organization. If the plan is to extend the work of an existing agency, the committee should help the representative of that agency in presenting the matter to his board.

Ordinary proposals for the central council to endorse any particular piece of social legislation or further any particular administrative reform will originate in one of the committees. If it comes to the council direct it should be referred to the appropriate committee for consideration.

The question of the carrying on by committees of any specific activity for the central council itself requires no special consideration, for such committee work is similar to that carried on by an individual organization.

Increase in Individual Responsibility

Let us come back to one point, and re-emphasize it. The more effectively a central council functions, the greater become the responsibilities of individual social agencies and individual social workers. The presence of a trained social worker as full-time executive of a council in no way changes this situation. The council simply co-ordinates, systematizes and indefinitely extends the social programs of individual agencies. It does nothing except through the individual agencies and individual social workers. Least of all does it encourage any centralization of action in the offices of the central council, except that it may conduct a few centralized activities for the benefit of all. It is not ordinarily the "doing" body. It may act as one body in sending delegations to a state legislature, but even this is of doubtful value; for a delegation which represents half a dozen or a dozen different individual agencies will carry more weight.

Reports, findings and recommendations in the field of standards are committee affairs, and the very division into groups

indicates a division of responsibility among many different social workers.

Action in any matter involving a new activity or the extension of an old one does mean the council's appearing officially as one unit, in so far at least as lending public support to the plans is concerned. It may call the right people together or urge the right agency to go ahead, but it does not act of itself. If it is opposing an unnecessary work, it may only appear as the council without reference to component parts. On the other hand a given society or group of societies may be requested by the council to take the lead in some matter of legislation or improved administration.

Any scheme of community organization which practically places direction and execution of the whole social program in the hands of a few is doomed to failure in these democratic days. Central council philosophy is diametrically opposed to such consolidation of authority. A central council is a federation of equal and free agents who find it wiser and more profitable to work together, and who therefore come together for the good of the community. Just as, in the family social work field, a case committee agrees upon division of responsibility among different agencies in the carrying out of a given family plan, so the central council in a way is a larger case committee in the community field, taking on, of course, certain activities not known to the family case committee. Its executive is to see that everything is done, but is not to do all himself.

PART IV

ACTUAL ACCOMPLISHMENTS OF SOME CENTRAL COUNCILS

ON page 7 of this manual we have outlined thirteen ways in which central councils may conceivably function.

Now, in the light of actual attainment let us see for a moment just how practical these ways are and how far some of our existing councils have measured up to their possibilities. We have limited our study to the activities of the councils in Columbus, Milwaukee, and St. Louis, and, less intensively, Atlanta, Memphis, and Minneapolis.

1. Educational Propaganda

Central councils from the first have largely functioned as educational centers of development. The Columbus Council, for example, since its organization in 1910, has done much to develop and mold public opinion and to educate member agencies through the reports of committees and the presentation of papers by technical experts at monthly meetings. In 1918-19 when especial attention was given to educational activities in connection with the national movement for child welfare, the following brochures were widely distributed: *The Mentally Unfit*; *Prenatal and Maternity Care of Children*; *The Illegitimate Child*; *The School Child*; *The Child Who Works*; *Medical Inspection and Recreation*.

Definite reforms have also been brought about through educational work such as the following:

1. A report on conditions in the state penitentiary was used by the governor and legislature in bringing about improved conditions in that institution and providing for a prison farm.
2. A committee on conditions in the city prison and county jail led to definite reforms and improvements in both places.
3. A committee on medical and dental inspection in schools resulted in the installation of medical inspection in the schools and the organization of a free dental clinic.
4. A survey by a committee on women and children in industry and in street trades resulted in improved local legislation.

5. An exhaustive study of central financing was given wide publicity locally and has to a large degree molded public opinion during the past few years.
6. The work of the committee on educational advantages for tuberculous children led to the equipment of a complete and modern department for children in the county tuberculosis hospital.
7. The building of shelter houses in the public parks and supervision of play, together with the strengthening and developing of the recreational department of the city, were definitely the outcome of the activities of the committee on recreation.
8. A survey of poolrooms published in pamphlet form with illustrations was the direct and immediate cause of improved city ordinances relating to poolrooms. This pamphlet has had a wide circulation in other cities.
9. There has been almost continuously an active committee on child welfare which has been instrumental in securing a constantly increasing support for the juvenile court and the humane society. A committee report on neglected and delinquent children was widely circulated. Recently this committee acting jointly with a county children's committee invited Dr. Hastings Hart to Columbus, a visit which brought about a complete remodeling of the detention home.

The educational program of the Milwaukee Central Council has been wide and effective. In order to achieve its basic principle, co-operation, the council has found it necessary to acquire a considerable fund of information about the resources of the community and the purposes and methods of the public and private agencies. Therefore, from the first year, which was spent in studying and discussing the work of each social agency, to the present time, there has been a definite attempt to present the work of the new organizations or departments, both public and private, to visit institutions, and to have a wide range of topics for monthly and special meetings, including studies made by committees of the Central Council, programs on the general subjects of housing, child welfare, health, recreation, as well as a variety of topics of interest to those in the different fields of social work.

The Council was responsible for a study which had great educational value and was statewide in influence: the collection of data regarding provision for the care of the feeble-minded in the state, registering those at large in the community, conducting a publicity campaign throughout the state regarding the nature of feeble-mindedness, its menace to the future of the race, and

the proper care and training of the feeble-minded. A national authority gave lectures in eighteen cities and the Council secured valuable co-operation from the largest state organizations, newspapers, legislators and citizens. A bulletin was published covering data collected and these efforts were largely responsible for the securing of legislation providing for another state institution for the care of the feeble-minded. The registration of known cases of feeble-mindedness which covered a report from social workers and women's clubs in twenty-six cities (1356 cases) was turned over with the exception of Milwaukee registrations to the new state psychologist as the foundation for a permanent file to be kept in the state department of public instruction.

The Chicago Council has published four notable pamphlets: *Publicity and Financing of Social Agencies*; *Statement of Cases of Dependency and Delinquency Which Are Handled by the Juvenile Court and of the Cases for Which Other Courts and Agencies are Responsible*; *The Chicago Standard Budget for Dependent Families*, and *Volunteer Social Service in Chicago—a Review and a Plan*.

The St. Louis Council has done much of its educational work through speeches and discussions at its regular meetings. *Four Years' Work for Community Welfare*, which is a report of the Council from 1915 to 1918 (the period of the war), says that "at each monthly meeting of the Council, speakers were secured to familiarize the members with the various phases of social service work carried on in the city" and gives an impressive list of speakers who represent both private and public social effort in St. Louis.

2. *Approval or Disapproval of New Undertakings in the Social Field Initiated by Others*

Ever since the Central Council of Social Agencies in St. Louis completed its self-survey in 1916, it has had an opportunity to consider in advance every proposed new undertaking in the social field in that city. The propositions have been put up to the Council, either directly or through the Endorsement Committee of the Chamber of Commerce, with a request for a report. The verdict of the Central Council has been decisive almost without exception. It has prevented as big a proposition as the

establishment of a hospital. Let it be understood that it has been team work of the Central Council and the Endorsement Committee which has resulted in this. The number of propositions acted upon during one year has been as high as seventeen.

Attention should be called, by way of illustration, to an incident which occurred two years ago in St. Louis when three separate associations were beginning campaigns for funds to build working girls' homes. The Central Council was instrumental in having two of them combine in their campaigns. The third one did not come in. It was also successful in revising their building budget and in cutting down the amounts which they planned to raise. This involved thorough consideration and discussion of the type of building to be used and the number of girls to be provided for.

In Columbus, several projected enterprises have come to the Council for approval, notably the Children's Boarding Home Bureau of the Red Cross and the Columbus Social Survey.

The report of the Milwaukee Council shows that its advice is frequently sought before new agencies are organized—for example, a local Traveler's Aid Society.

It may be said that in St. Louis there is certainty of a review of new undertakings but that this is not definitely so in Milwaukee. In Columbus there is real control, as will be brought out later.

3. Development of New Activities at the Direct Instigation of the Council Itself

The three central councils which we are considering have invariably been successful in bringing about a logical and orderly and necessary development of the field by the initiation through their influence of new activities as required and as soon as the community is able to support them.

In Columbus the Council was officially and entirely responsible for the development of the following:

1. General registration bureau.
2. Medical inspection of schools.
3. Bureau of social service in the Chamber of Commerce.
4. Bureau of social service in the Ohio Council of Public Efficiency.

5. Children's free dental clinic—raising indeed the first budget for it.
6. Citizens' committee of the juvenile court.
7. The reorganization of the old Council itself into the present Council of Social Agencies.

Furthermore, it has participated in the inauguration of a series of undertakings which have filled in the gaps in its original social chart and has been the center of development in a remarkable decade of growth. On the social chart prepared by the Central Council in 1911 there were listed fifty gaps in the social needs of the community. A recent examination indicated that these gaps had all been filled and to some extent advance had been made even beyond these needs on what would be recognized as sound lines, as for instance, in the correctional field, where the courts now maintain a public defender (public official who defends adult offenders in the lower court). In the field of defectives or near-defectives, a psychological clinic and a state bureau of juvenile research, not thought of in 1911, have since been organized. In only one field, that of temporary homes for adults, does there appear to be a growth which is not along the logical lines fixed by the Council. There is as yet no municipal lodging house, although one was suggested in 1911, and one organization has come into the field without Council approval.

In most of this development, however, the direct or moral influence of the Council is evident, and where its influence may have ended, that of agencies created through its efforts has been effective—such agencies as the Social Service Bureau of the Chamber of Commerce and the Social Service Branch of the Ohio Bureau of Public Efficiency.

The Milwaukee Council reports that upon the recommendations of its special committees, the following new activities have been established.

1. Legal aid society.
2. Juvenile protective association.
3. Centralized budget.
4. Milwaukee Urban League.
5. Department of summer outing in Big Brother and Big Sister organizations.
6. Establishment of medical social service.
7. Venereal and psychopathic clinics.
8. Increase in boarding clubs for working girls.

4. *Reorganization of Old Agencies*

In St. Louis, reorganization has been effected in a number of instances, notably in connection with the clearing up of a bad situation in the rescue home field by the actual establishment of an agency to replace others which were ineffective, and in turning a colored orphan home into a semi-placing-out agency under a trained case worker.

The Columbus Council was largely responsible for the reorganization of the State Employment Bureau into the City-State Free Employment Bureau. It also broadened the scope of work of two settlements which had a wide neighborhood representation.

In Milwaukee the chief feat of the Council has been the very radical reorganization of the family social work society. It has also reorganized the registration bureau and has been responsible for the reshaping of an agency which was doing work with boys.

The most important reorganization under Central Council auspices, apart from that of the Associated Charities in Milwaukee, occurred in Minneapolis in the pre-war period. At that time a humane society did work for both animals and children and a juvenile protective association was interested in community problems affecting children. After very delicate handling of some touchy people, including some heavy contributors, and the safe-guarding of some sources of revenue, these two societies were combined into the Juvenile Protective League with a trained worker. A new Animal Rescue League attracted far more attention to animal work than the old humane society had ever done.

5. *Abandonment or Combination of Any Agencies Unnecessary or Superfluous or Inefficient*

The Council in St. Louis is the only one which has anything definite to report on this. After the survey had been made it forced, in the face of great odds, the abandonment of an expensive lodging house for men under semi-religious auspices. It has forced out of St. Louis a children's home and a settlement. It is now making efforts to eliminate another children's institution

and a rescue home which did not come into the reorganization previously mentioned.

6. Improvement and Intensive Development of Co-operative Relationships between Agencies

Milwaukee reports, in addition to the Social Service Exchange, the development of case conferences of case working agencies which previously considered closed cases but this year are taking up open cases. This has led not only to better understanding but better work—reflected, for instance, in the fact that one agency has improved its records because it had so little to offer when the other agencies were offering so much.

There have also been conferences of all workers who are working in the south side and central districts of the city. The conferences of boys' workers and of girls' workers, special bodies organized by the Council, have been remarkably successful, as has also the medical social service conference. The boys' workers have definitely considered the further development of boys' work and the responsibility of each agency. The girls' workers' conference has been similarly active in a common program.

In St. Louis, the years which have been devoted to the establishment of standards, the self-survey which followed, and the various considerations of different parts of the survey since it was made have left their impressive mark upon intensive relationships and developments. To this I myself wish to bear testimony, for I have known St. Louis before it had a Council as well as in the years since. This does not mean that all the agencies have been affected but it does mean a group practically transformed in its methods of co-operating and in its understanding of contacts.

7. The Development of Standards of Work

There is only one way in which it would be possible to give a definite account of the results which have accrued to the social agencies in St. Louis from the self-survey and establishment of standards accomplished by the committees of the Central Council, and that is by a checking up on each of the hundreds of recommendations which were made. This checking up may be possible now that the Council has decided to have a full time

paid executive. But even without waiting for the more definite analysis, it is possible to appraise some of its really remarkable achievements. That the improvements have been widespread is the evidence of everyone in St. Louis with whom I have conferred.

We can give here only a few of the more obvious accomplishments, such, for instance, as the improvement in the children's field with the carrying out of scores of individual recommendations; with an improvement in standards of admission and discharge on the part of a number of the institutions; with a very intensive study of individualized care of children made by the children's committee. There has also been steady improvement in personnel. Then let us recall that the poorly run institution referred to above has been eliminated and that another has been reorganized and its work placed in the hands of a case worker. A new enterprise (since the survey) submitted its plans to the Council with the result that instead of an old fashioned congregate institution for children, they decided on a cottage plan with a trained worker in charge.

In the case work field the two most important societies have made considerable advance; another has limited its work as suggested by the survey and a fourth has been practically transformed.

The survey approach, with the added influence of council backing, as it affects intensive co-operation, co-ordination and the improvement of standards, may be illustrated from experiences in Atlanta and Memphis, which have recently organized councils.

In the summer of 1919 a survey of the social agencies of Atlanta was made, technically under the auspices of the new city Board of Public Welfare but really at the insistence of the newly organized Central Council, which raised the money for it. The Public Welfare Board became badly involved in politics and for a long time the survey was buried. It was finally resurrected by the Council. Many of the recommendations had been discussed by the surveyors with the agencies before the study was completed. The Board of Public Welfare had sent to each organization a copy of that part of the survey referring to it but other than that there has been no follow up.

Despite these adverse circumstances and although the Central Council has only lately decided to engage a trained secretary on full time, a recent review indicated these improvements:

1. A children's home has discontinued taking defectives, and has secured money to provide better recreational opportunities for the children and to decorate and paint a very poor interior. This was before May, 1921. At that time the survey was followed by a study made under the auspices of the State Board, without other than suggestive force, whose recommendations were practically the same as those of the survey. Since then the recommendations for the installation of records, for medical inspection and medical records and for tests for venereal disease have been carried out. Other recommendations are being taken up in order.

2. In the case of another children's institution, neither the survey nor the State Board's report has as yet influenced it.

3. A home-finding society, on the advice of the survey, has practically reorganized, has elected a new board of directors, engaged more workers, and arranged for better investigations, more carefully guarded placements, and a new receiving home. It is on the way to becoming an efficient agency.

4. A group of nurseries, at the suggestion of the survey, has secured a social worker as investigator and has developed home treatment records of modern type, and, through closer co-operation with family social work societies, has cut out some relief work. More care is taken with reference to cleanliness and more milk has been introduced in the children's diet.

5. The Humane Society which existed only in name before the survey is beginning a reorganization.

6. A visiting nurse association has been established. Previously there had been only tuberculosis nurses.

7. So far, because of politics, nothing has been accomplished regarding recommendations touching upon city departments.

A survey completed in December, 1920, in Memphis and now being worked out by the committees of the Central Council there, has brought even in this short space of time rather important agreements on the part of a number of the agencies. These, up to June 7, 1921 (some of the committees have not yet reported), included:

1. Acceptance by the case working agencies of the suggestion that they bear on an equitable basis the cost of the social service exchange. This group has also made important adjustments in its work.

2. The Young Women's Christian Association has agreed not to build a large boarding home as it proposed at first but to put up a modest headquarters building, with some gymnasium and club facilities, and to specialize on this, developing an extension movement in the establishment of girls' clubs in various parts of the city.

3. Two agencies will combine their boarding homes, but with better arrangements for looking after girls on small salaries, and with a plan looking toward the participation of the boarders in the management of the home.

4. A home for aged men has accepted and is carrying out recommendations covering building defects and is using the social service exchange when investigations for admission are made.

5. The County Commissioners, in connection with a forthcoming bond issue, have pledged about \$100,000 toward carrying out recommendations regarding the Home for the Aged and the county workhouse.

6. The Young Men's Christian Association has agreed to withdraw from an annual Christmas giving affair which had been exceedingly demoralizing and to restrict the use of its boarding department to men on small salaries.

7. With regard to a settlement, whose usefulness has hitherto been confined to children, the recommendations included the abandonment of a day nursery and of a dispensary, and a democratic reorganization of the whole undertaking which would bring to the house youths and men and women, thus making it a real neighborhood organization. The directors have asked the Council committee to take no action for a few months, so that they themselves may have the opportunity to work out the plans.

8. The beginning steps have been taken to bring the Traveler's Aid Society up to the standards of the national association.

9. A confused clinic situation has been cleared by transfer of all clinic responsibility to the general hospital.

10. The hospital has also assumed charge of a social service department and has increased its staff. Heretofore this department was in charge of another society.

11. There have been established a case conference of family agencies and an intergroupal conference of health and family agencies to deal with immediate case problems in which difficulties between agencies have arisen.

This is only the beginning in carrying out recommendations which so far have been accepted in toto and in good faith by all the agencies, with the possible exception of one.

8. Administrative Reforms in Public Departments

In addition to a few matters touched upon in our discussion of educational activities, the Columbus Council has produced the following definite reforms in public departments:

1. An appropriation for a city isolation hospital.
2. A temporary and makeshift isolation hospital.
3. A city dance hall inspector.
4. An increased appropriation and support of the juvenile court and mothers' pension department.
5. Rescue of the juvenile court when an attempt was made to return

it to the criminal court and destroy its efficiency by a political change of staff and rotation in office of the judge.

6. Reforms in the state penitentiary (see page 38).
7. Improvement of city and county jails (see page 38).
8. Medical inspection in public schools (see page 38).
9. Children's department in the county tuberculosis hospital (see page 39).
10. Complete remodeling of the detention home.
11. Saving of the appropriation for city welfare work (outdoor relief, recreation, etc.) when there was need for retrenchment in city finances.

The Milwaukee Council has brought about:

1. The creation of the office of county probation officer for non-support and abandonment cases.
2. Favorable vote on the referendum for social centers in the public school buildings, and later an increased appropriation for further development.
3. Development of plans which have resulted in statewide movements; for example, the securing of information regarding the number of women and girls arrested, discharged and serving jail, state prison, or industrial school sentences and the capacity of public and private organizations caring for this type. This report was published and presented to the legislature, thus assisting the state board of control in securing an industrial home for women. Many state organizations—Federated Women's Club, League for Women Voters, and others—have joined in urging the completion of this much-needed home.
4. Projects such as the new correction farm and the new general hospital, especially emphasizing by joint effort with other committees the necessity for a psychopathic department.
5. Changes at the correction farm based on information secured by the secretary of the Council who was sent to Cleveland to study the farm there.

The city and county health commissioners are both members of the executive committee of the Central Council. The child welfare, tuberculosis, and medical school inspection divisions of the health department and the county dispensary and county nurses use the social service exchange constantly.

During the four years ending in 1918, the St. Louis Council took an active interest in furthering changes in matters under public control and to this end:

1. Appointed a committee to co-operate with the St. Louis tuberculosis society to take up with the board of education the matter of an open air room in each public school.

2. Co-operated with the health department in investigating the affairs of a maternity home.
3. Appointed a committee to urge the board of education to establish summer sessions in public schools.
4. Appointed a committee to interview the superintendent of instruction of the board of education in regard to the modification of the rules for admission to the open air school so as to include children wearing braces or casts.
5. In 1916, approved the establishment of a municipal farm; and in 1918, urged the city officials to grant an appropriation of \$1,500,000 out of a proposed bond issue to the department of public welfare for its establishment.
6. Urged the director of public welfare to keep the municipal lodging house open until 12:00 at night, and to allow those whose physical condition demanded it to remain in the house during the day with meals furnished.
7. Urged the establishment of a municipal reformatory for women.
8. Urged the board of estimate to grant an appropriation of \$39,395 toward the work of the municipal nurses.
9. Co-operated with the Civic League to suppress street begging. The police department detailed two plain clothes men to this work, with the result that many beggars were put off the streets. Also appointed a special committee to wait upon a local newspaper to explain the Council's reasons for ridding the streets of beggars, as this paper was evidently not in sympathy with the movement.
10. Urged board of aldermen to appropriate \$1,000 to the funds of the prosecuting attorney to bring back wife deserters and persons guilty of child abandonment.
11. Co-operated with the Civic League in urging that certain streets be closed during certain hours of each day so that children might play there without danger.
12. Appointed a committee to make a study of the work of the department of public welfare to recommend what work then being conducted under private auspices, or not undertaken at all, should be handled by the department of public welfare.
13. Urged the juvenile court to secure the services of a private physician to give Binet tests until a free clinic was established by the city.
14. Urged the board of police commissioners to establish a domestic relations court or to provide a social service worker at the courts of criminal correction.
15. Requested the governor to allow the Council to suggest names for vacancies on the state board of charities and correction (names have since been submitted).
16. Urged that a teacher be provided at the jail and workhouse.
17. Appointed a committee to co-operate with the board of education for the purpose of having an educational and financial survey of the operations of the board made by some outside disinterested party.

9. *Legislative Programs*

The Columbus Council has been especially active in promoting legislation. It has been definitely responsible for:

1. Improved legislation on street trades (see page 38).
2. Strengthening of the recreation department of the city (see page 39).
3. Protection of the Ohio Motion Picture Censor Law. When the producers were fighting for its repeal, their representatives appeared before the Council in an effort to win over its support.
4. Better poolroom ordinances as a result of the Council's survey and agitation (see page 39).
5. The adoption of anti-begging ordinances and insistence upon their enforcement when municipal judges became too lenient.
6. The securing and safeguarding of the famous American Housing Code.
7. Improved state laws regulating loan agencies.

It has also co-operated with other agencies in numerous other legislative campaigns and various committees have worked successfully for the promotion or protection of many minor bits of wholesome social legislation, as for example, one committee through publicity in newspapers and circulars brought about a victory at the polls for a much needed school tax levy.

The Milwaukee Council has also been one of the most active propagandists in the field of agitation for advanced legislation. It has initiated much and has also helped the plans of others. Its efforts have resulted in:

1. An amendment to the Adult Probation Law.
2. A law requiring the licensing of all organizations and societies placing out children and prohibiting the placing of children by individuals without due process of law.
3. A new state institution for the feeble-minded and an industrial home for women.
4. A law limiting night messenger service to men over twenty-one years of age and limiting the hours of labor of women and children.
5. Special classes for backward children.
6. Two important bills now pending: (a) Small Loan, and (b) Juvenile Department of State Board of Control.

In St. Louis up to 1918 the Council purposely left legislative matters to the Social Workers' Conference, as before that time it was primarily concerned with the working out of standards. It has been active in a number of legislative matters, but its record is not nearly as impressive as that connected with administrative reforms. It now has a special legislative committee.

10. *Specific Activities of the Central Council*

In the main, as we have already indicated, central councils accomplish their work through standing committees which meet at frequent intervals and through stimulating other groups to undertake specific tasks, and is not in itself an administrative body. The exception is usually in the conduct of a social service exchange, as in Columbus and Milwaukee, a bureau for volunteer service (Milwaukee, Minneapolis) or in some similar activity of direct service to its constituent societies. The self-surveys such as that in St. Louis are of course administered by the Council through its committees, and so too is much of the publicity and educational work. Centralized purchasing of supplies, which has been suggested in several cities but not as yet undertaken, would also come in this category. The Columbus Council took charge of war time campaigns for the Red Cross and assumed definite leadership in many other war time activities.

11. *Review of Individual Budgets*

Though this has been suggested as part of the program of most central councils which have been organized, I cannot find that any central council has attempted anything in this direction. I believe it is a perfectly possible plan but we are dealing with actualities—not beliefs. The secretary of the Wichita Council, newly organized, informs me that a committee will be appointed for this purpose in the fall. I have just heard that, at the meeting of the reorganized Chicago Council held on June 17, 1921, the new president announced that budget consideration as well as help in publicity would be a part of its program.

12. *Arrangement of the Sequence of Financial Campaigns*

No real system, up to the present time, has been worked out by any of the councils.

13. *Agencies to Have the Right Kind of Publicity*

With the exception of a series of special meetings followed by the issuance of a pamphlet on publicity methods by the Chicago Council, I can find no particular developments along this line.

The Question of Paid Service

The central council movement has of course been handicapped by the absence of paid executives giving full time. In the councils organized more recently the idea of starting in with paid service is being accepted.

In Summary

An analysis of the accomplishments of some central councils indicates, I believe:

1. That they may decisively influence a logical growth in the social field.
2. That at least in connection with an endorsement plan, the council may reasonably control the launching of enterprises by others and may eliminate the unfit.
3. That with reference to the proper functioning of societies, their standards, and inter-society relationships, the council (with the occasional aid of surveys, when necessary) may have an unlimited and direct influence for good.
4. That no council (except that in Chicago) has performed any service to speak of with relation to better publicity or a joint consideration of budgets or a pre-arranged plan of financial campaigns.
5. That in the field of education, with reference to the societies themselves, to the community and to legislative bodies, in the development of public departments and in the carrying on of a legislative program, the usefulness of the council has been amply demonstrated.

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